

2019 Town of Eagle Public Safety Staffing – Summary Overview of Current Staffing and Financial Impacts of New Annexation & Development

As the Town of Eagle completes staffing assessments for several service sectors, Police Public Safety continues to further proper staffing levels in balance with variables to include officer safety, community needs, calls for service, population, seasonal activities, events, community policing and policies.

Proper staffing coincides with our Town of Eagle Strategic Plan. Specifically, the Town of Eagle must engage in planning and provide essential services designed to sustain a vibrant community, while furthering opportunities and initiative to improve upon essential services, such as public safety.

The projected growth for Eagle County is approximately 3.55% this year. The Town of Eagle continues to embrace growth, as noted by the number of residential building permits, additional commercial projects, new river park amenities and adding (and expanding to) our community events. The Town will also incur additional growth from pre-approved projects such as Haymeadow and other subdivisions.

The Eagle County School District has embraced growth with the addition of new space at the Eagle Valley Middle School, as well as a new Eagle Valley Elementary School campus with additional student programs, a new preschool and daycare center. This has required our School Resource Officer to designate additional time at the schools, per the SRO job description, in lieu of covering patrol shift work.

The additional growth in our community, via proposed annexations and development, will require the Town to increase police staff to meet minimum standards and the inherent increased demand in police services as a result of such growth. Most importantly, proposed growth has and will continue to provide for the need to increase minimum staffing levels on designated patrol shifts for both officer safety and community safety.

Continued growth has been apparent in the public safety sector for fire and police. The Town of Eagle Police Department continues to experience additional calls for service (CFS) each year, requiring an adjustment with additional staff to accommodate service, while providing for minimum staffing standards to enhance officer safety. The assessment of CFS is generally an accepted practice for police agencies when evaluating staffing.

CFS requiring a minimum two-officer response (i.e. suicidal subjects, DUI investigations, crimes against persons, domestic violence, weapons violations, narcotics, threats of violence, burglaries, panic alarms, etc.) is a critical key component of staffing. Normally, law enforcement agencies develop minimum staffing provisions based on CFS data.

Assessments of CFS data, in conjunction with risk and protective factors (i.e. administrative back-up availability, location/availability of other agencies, event projections, common liquor consumption times, operating times of higher-risk establishments, etc.) are commonly discussed and evaluated to provide for the availability of a minimum of two-sworn members for these types of responses.

Currently, the Eagle Police Department has minimum mandatory staffing level of two sworn members for weekend night shifts. This was created in response to the number of disturbances, intoxicated subjects, DUI investigations and lack of other available support resources. However, following an assessment of CFS data (from 2014 through 2018) and internal monthly reports (January 2017 through

January 2019), these minimum mandates will need to be expanded for all evening shifts and specific dayshifts when sergeants are unavailable. This will require additional position(s) in patrol, or use of additional overtime.

Annual CFS reports continue to signify the increase in the demand for police services

Calls for Service – Eagle Police Department

- 2014: 7,598
- 2015: 9,366
- 2016: 9,609
- 2017: 10,429
- 2018: 10,364 (2018 had a significant period of staffing anomalies)

**CFS do not include calls handed in our community by our contracted Animal Services provider.*

While Town of Eagle Public Safety has been able to staff for events and routine CFS, the Town has had to contract with other law enforcement agencies during periods of low-staffing to maintain minimum staffing levels for special events. While the Town has been able to absorb the increased calls for service, community initiatives, structured community policing goals, administrative functionality and pro-active involvements with our community have often been placed on a “hold” status, as CFS take priority. This becomes significant, as community policing, pro-active patrol and crime prevention activities should be consistently provided by patrol officers in order to be effective and maintain principles normally furthered by Department standards. In fact, the International Association of Chiefs of Police recommends that 1/3 of a patrol officers time be devoted to standards of community policing and pro-active crime prevention patrol.

The complexity of staffing allocations under the IACP model is furthered by the lack of a full-time detective assignment, which normally takes the dayshift officer out of patrol to focus on time-intensive criminal investigations, follow-up, evidence processing and warrant approvals. **A proposal to staff a full-time detective position was considered in 2019 and will be submitted for an FTE approval request for 2020. While no IACP standards currently exist for detective/investigation models of staffing, law enforcement entities have used a ratio by which 10% of allocated patrol staff should be assigned to investigations.*

Law enforcement entities have commonly referred to population models to reference staffing needs. While the IACP referenced Department of Justice Federal Bureau of Investigation (DOJFBI) reports on crime and police employee data in a previous report, the IACP has shifted to other models to include variables such as CFS, seasonal populations, local policies, community policing, etc. However, population models continue to be used as a reference to support staffing needs when used with other data, such as CFS.

Using the 2016 DOJFBI population and officer ratio and CFS data, when compared to other mountain communities, it is evident that the Town of Eagle should already have at least two additional sworn staff members and must be prepared to add additional public safety staff as our community continues to grow.

-----Ratios and calls for service in mountain communities-----

Town	Population 16'	Square Miles	Sworn Staff	Code Enforcement	CFS 17'
Town of Dillon	961	2.42	10	1	5,118
Town of Eagle	6,739	4.61	11	0	10,429
Town of Basalt	3,929	2.08	12	1	12,763
Town of Avon	6,525	8.10	18	0	22,890
Glenwood Springs	9,997	6.69	26	1	26,150

The Department of Justice Federal Bureau of Investigation 2016 report on crime and police employee data reflect a nationwide ratio of 2.4 sworn officials to each 1,000 residents. County agencies averaged 2.7 sworn per 1,000 residents, while cities with a population less than 10,000 reported an average of 3.7 officers per 1,000 residents. The Town of Eagle has assessed the national average and determined minimum staffing to reflect a standard of 2.0 officers per 1,000 residents. This average was based on an analysis of CFS and special events in 2017 and may need to be adjusted to maintain pace with new demands, such as amenities, community access, thoroughfares and other conditions which provide for increased traffic and/or population in Town. *Proper law enforcement staffing using CFS, number of events, community infrastructure and FBI ratios were noted in a 3rd party review of the police department by True to Course, LLC.*

The Town of Eagle must be prepared to adequately staff Public Safety with additional sworn personnel and support services in conjunction with the approval of any annexation process and/or additional development. The safety of our team and of our community demands that Public Safety staffing considered as a top-priority.

In order to plan and prepare for the demands of increased services, Community Development and Public Safety propose the following population chart as a conservative aid to determine additional population growth (residents added to Town Limits) as a result of additional proposed residential development. This may be used to determine the number of public safety staff, using the conservative population approach of 2 officers for each 1,000/population ratio. *This chart reflects residential growth only and does not consider implications of increased service for new commercial, recreational or other service-oriented additions.*

Population Chart Averages for Residential Development

- *Studio and one bedrooms = 2 residents*
 - *Single family homes with two bedrooms = 3 residents*
 - *Three bedrooms = 4 residents*
 - *Four bedrooms = 6 residents*
 - *Any auxiliary unit or one bedroom finished basement = 2*
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Using the population chart, the Town of Eagle inherently approves one sworn police officer for each segment of 500 people that a new annexation and/or development is proposing to bring to the Town. As other variables in a development proposal (i.e. commercial, recreational, school/daycare facilities, etc.) may provide for additional Public Safety resources, the population chart should be viewed as a conservative approach to police staffing. As such, when developers indicate a particular revenue stream as a result of their development review process, the Town of Eagle should evaluate if such proposal will cover the costs of Public Safety, to include not only the average cost to employ a sworn officer, but also associated costs of adding a new staff member (i.e. certification, training, vehicle, uniforms, equipment and maintenance).

Non-sworn support staff services must be considered as well, as the Eagle Police Department has already identified a current need for a non-sworn front-desk position. Currently, our Executive Assistant provides for administrative coverage and management of records, evidence and public information, in addition to duties assigned by the Chief of Police. The increases in calls for service have provided additional workload and demand for records and evidence. A second support position will become a necessity with new growth. *This will become invaluable as new growth will increase the workload for police records, front-desk inquiries and increased administrative oversight.*

Annexation and new development must be aligned with the goal to maintain a safe community and safe public safety operations with sufficient staff. The challenge for any community facing growth is to maintain efficient levels of quality service and delivery, while furthering community policing objectives and maintaining a low crime rate.

Notes: Due to the number of allocated sworn staff members for Public Safety, our current staffing model relies heavily upon the sergeants, our SRO and the Chief of Police to fill scheduled and/or partial patrol shifts. The current model provides for allocated staffing without expanding on minimum mandatory requirements and without incorporating staffing variables such as vacation leave, sick leave, medical/injury status, training, court, vacancy, etc.

The current number of allocated sworn officers restricts the progress of community policing, pro-active policing and task/assignment roles when a vacancy or other leave is experienced. Staffing reached a critical point during the fall of 2018 due to various unplanned leave which not only affected community policing roles, but also restricted CFS and 24-hour coverage by Town officers. *During that period, several patrol officers were on leave. The Department relied heavily on overtime and use of our SRO, one sergeant and Chief of Police to cover shifts. Officers covering overtime shifts became exhausted (increasing officer safety and injury risk), our SRO program was cancelled for the remainder of 2018, community initiatives were placed on hold, the Department was unable to maintain 24-hour coverage and administrative tasks were delayed.*

Utilizing the conservative approach of 2 officers for each 1,000 population segments, the Town of Eagle Police Department should be currently staffed with thirteen sworn members (using 2016 population assumptions). Unfortunately, the number of residents is assumed at a conservative approach and does not take into account the number of individuals renting rooms in unassigned accessory dwelling units or the fact that fire and police commonly observe two and three families living in a single apartment.

The approach of population and CFS staffing should exclude the Chief Operating Officer in the number of sworn staff reserved to cover scheduled staffing, as a Chief of Police or Sheriff position (for average size mountain communities) is normally reserved for administrative tasks, staff development, operational management, community development, etc. Shift assignments for upper management is normally reserved for urgency, emergency or critical incidents/disasters. In fact, the completion of this report was delayed by the need of the Chief of Police to respond to and complete interviews/police reports, as police reports require a priority status when charges are filed.

The supply of and demand for qualified police officers are changing at a time when the economy is imposing unprecedented challenges on local communities. The cost of living and variables in police wages in our mountain region continue to impact retention levels, adding to the complexity to the nationwide problem of recruiting qualified sworn staff. In fact, the Town of Eagle Police Department has been consistently impacted with retention of qualified police officers for the past twelve years. One of the top reasons cited by police officers for leaving has been the cost of living. As such, the Department must be prepared to absorb a patrol vacancy without negatively impacting safety, service and use of extensive overtime, while maintaining minimum mandatory staffing levels.